

Message Text

SECRET

PAGE 01 PANAMA 01273 01 OF 02 252059Z
ACTION ARA-14

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-05 H-01 INR-10
L-03 NSAE-00 NSC-05 PA-01 SP-02 SS-15 USIA-06
A-01 SIG-03 MMO-01 SAB-02 HA-05 TRSE-00 SNM-05
IO-13 CA-01 SCS-06 /100 W
-----044128 252111Z /64

P 251623Z FEB 78
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC PRIORITY 5845

S E C R E T SECTION 1 OF 2 PANAMA 1273

E.O. 11652: GDS
TAGS: AMGT, PFOR, PN
SUBJECT: GOALS AND OBJECTIVES: SUMMARY OF IMPLEMENTATION PLAN

REFS: A. STATE 041050
B. STATE 034007

I. MAINTENANCE OF THE SECURITY AND NON-DISCRIMINATORY
OPERATION OF THE PANAMA CANAL.

THE SIGNING OF THE PANAMA CANAL TREATIES IN SEPTEMBER
1977 WAS A MAJOR STEP TOWARD A NEW KIND OF RELATIONSHIP
BETWEEN THE UNITED STATES AND PANAMA. SINCE THEN, THE
MISSION HAS WORKED CLOSELY WITH THE GOVERNMENT OF PANAMA
DURING THE PERIOD OF TREATY DEBATE IN PANAMA AND IN THE U.S.
WE HAVE MAINTAINED INTERCHANGE WITH PANAMANIAN IN RELATION
TO SPECIFIC TREATY ISSUES AND PROBLEMS--QUESTIONS OF
INTERPRETATION ISSUES OF CONCERN AMONG THE PUBLIC IN
PANAMA AND THE U.S., AND THE INTRICACIES OF THE
RATIFICATION PROCESSES IN OUR RESPECTIVE COUNTRIES.
OVER THE PAST YEAR, THE MISSION HAS FACILITATED VISITS
TO PANAMA BY 46 SENATORS AND SOME 30 REPRESENTATIVES.
OUR NEXT STEPS WILL DEPEND LARGELY ON THE SOON-TO-BE
ANSWERED QUESTIONS OF HOW THE SENATE WILL VOTE ON THE
SECRET

SECRET

PAGE 02 PANAMA 01273 01 OF 02 252059Z

TREATIES AND WHAT AMENDMENTS OR UNDERSTANDINGS IT
WILL INCORPORATE. CLOSELY RELATED ARE THE
QUESTIONS OF THE TIMING OF CONGRESSIONAL ACTION ON
IMPLEMENTING LEGISLATION. THE PREPARATORY PERIOD PRIOR
TO EXCHANGE OF RATIFICATIONS, AND THE THREE-YEAR
TRANSITION PERIOD OF THE NEW TREATY, WILL BE CRUCIAL IN
SETTING THE TONE FOR FUTURE US-PANAMANIAN RELATIONS AS

WELL AS FOR THE EFFICIENT OPERATION OF THE CANAL. THE DISMANTLING OF A US SYSTEM OF GOVERNMENT AND ITS REPLACEMENT BY PANAMANIAN JURISDICTION WILL BE DIFFICULT AND PAINFUL. TO THE EXTENT THAT DIFFERENCES ARE NOT WORKED OUT WITHIN THE FRAMEWORK OF THE JOINT COORDINATING MECHANISMS CREATED BY THE TREATIES, BOTH MILITARY AND CIVILIAN, THE EMBASSY WILL WILLY-NILLY BECOME INVOLVED IN PROBLEM-SOLVING. MOREOVER, THE AMBASSADOR'S STATUTORY AUTHORITY FOR ONGOING OVERSIGHT, COORDINATION AND DIRECTION OF THE ACTIVITIES OF US CIVILIAN AGENCIES AND PERSONNEL IN HIS COUNTRY OF ASSIGNMENT WILL, FOR THE FIRST TIME, EXTEND TO THE US GOVERNMENT AGENCY OPERATING THE CANAL. THE EMBASSY WILL ALSO ACQUIRE A RESPONSIBILITY FOR ONGOING COORDINATION WITH THE US MILITARY FORCES IN PANAMA ANALOGOUS TO THAT OF ANY OTHER EMBASSY IN A COUNTRY WHERE THERE ARE BASES UNDER A STATUS OF FORCES AGREEMENT. THESE NEW RESPONSIBILITIES, BOTH FOR ONGOING OVERSIGHT AND COORDINATION AND FOR CRISIS-MANAGEMENT, ARE CLEARLY BEYOND THE EMBASSY'S CURRENT RESOURCES. WE WILL BE REQUESTING ADDITIONAL PERSONNEL AND FACILITIES NECESSARY TO MEET THESE ADDED RESPONSIBILITIES. ESSENTIAL TO THE DEFENSE OF THE CANAL IS THE TRANSITION OF THE NATIONAL GUARD FROM, BASICALLY, A POLICE FORCE TO A SMALL DEFENSE FORCE CAPABLE OF PARTICIPATING IN SHARED WATERWAY DEFENSE. THIS WILL BE A SLOW PROCESS,

SECRET

SECRET

PAGE 03 PANAMA 01273 01 OF 02 252059Z

BUT WITH U.S. ADVICE AND ASSISTANCE AND THE EXAMPLE OF COMBINED TRAINING, THIS SMALL FORCE SHOULD, BY THE YEAR 2000, ACQUIRE A CAPABILITY TO DEFEND THE CANAL AGAINST A LOW-LEVEL INSURGENT THREAT UNTIL U.S. FORCES CAN REINFORCE THE NATIONAL GUARD. THE MISSION HAS ASSISTED THE NATIONAL GUARD IN ITS INITIAL PLANNING TO ACQUIRE A SELF-DEFENSE CAPABILITY. PROFESSIONAL MILITARY TRAINING FOR NATIONAL GUARD OFFICERS, COMBINED TRAINING WITH U.S. FORCES IN THE CANAL ZONE AND JUDICIOUS USE OF FMS FUNDS WILL ENABLE THE GUARD TO ACHIEVE ITS MODEST FORCE DEVELOPMENT GOALS. PANAMA'S TRANSITION TO THE STATUS OF A DEFENSE ALLY UNDER THE NEW TREATIES SHOULD LEAD TO A BROADER RELATIONSHIP THAN THAT ENVISIONED BY CURRENT LEGISLATION (1977). THE NATIONAL GUARD WILL REQUIRE BOTH U.S. COOPERATION AND GENEROUS MATERIAL ASSISTANCE TO ACHIEVE THE RESPONSIBLE ALLIANCE STATUS WE SEEK IN THE TREATIES.

II. PROMOTION OF GREATER OFFICIAL RESPECT FOR HUMAN RIGHTS BY THE GOVERNMENT OF PANAMA.

PANAMA'S RECORD ON HUMAN RIGHTS IS FAIRLY GOOD, AND PANAMANIAN OFFICIALS ARE NORMALLY AWARE OF THE IMPORTANCE OF OBSERVING UNIVERSALLY RECOGNIZED HUMAN RIGHTS. NEVERTHELESS, IN THE LAST SEVERAL MONTHS, THE INTEREST OF VISITING SENATORS IN THE STATUS OF HUMAN RIGHTS IN PANAMA HAS HIGHLIGHTED THE ISSUE, AND PANAMA HAS MADE IMPROVEMENTS IN THIS AREA RECENTLY. OF ITS OWN ACCORD, PANAMA INVITED THE INTER-AMERICAN HUMAN RIGHTS COMMISSION TO CONDUCT AN INVESTIGATION OF THE SITUATION HERE. (THE INVESTIGATION WAS MADE IN DECEMBER 1977, BUT THE REPORT OF THE COMMISSION HAS NOT YET BEEN PUBLISHED.) ALSO IN DECEMBER, THE

SECRET

NNN

SECRET

PAGE 01 PANAMA 01273 02 OF 02 252107Z
ACTION ARA-14

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-05 H-01 INR-10
L-03 NSAE-00 NSC-05 PA-01 SP-02 SS-15 USIA-06
A-01 SIG-03 MMO-01 SAB-02 HA-05 TRSE-00 SNM-05
IO-13 CA-01 SCS-06 /100 W
-----044162 252110Z /64

P 251623Z FEB 78

FM AMEMBASSY PANAMA

TO SECSTATE WASHDC PRIORITY 5846

S E C R E T SECTION 2 OF 2 PANAMA 1273

THE GOVERNMENT REPEALED TWO REPRESSIVE LAWS: LAW 341, WHICH LIMITED THE RIGHT OF ASSEMBLY; AND LAW 342 WHICH PROVIDED FOR SUMMARY ADMINISTRATIVE TRIALS OF PERSONS ACCUSED OF CRIMES OF TERROR.

ASSUMING THE TREATIES ARE APPROVED, THE PERIOD AHEAD WILL BE CRUCIAL IN THE HUMAN AND POLITICAL/ CIVIC RIGHTS AREAS. THE PANAMANIAN GOVERNMENT WILL BE SUBJECT TO CONTRARY PRESSURES. ON THE ONE HAND, PANAMANIANS ENJOYING THEIR NEWLY GAINED RIGHTS WILL BE STRIVING TO EXERCISE, PROTECT AND EXPAND THEM. ON THE OTHER, THERE WILL BE THOSE IN THE GOVERNMENT WHO ARE EAGER TO SQUELCH THESE RIGHTS BECAUSE THEY TEND TO ENDANGER THEIR OWN POWER AND PERQUISITES. THE U.S. MAY BE CAUGHT IN THE MIDDLE. WE WILL BE IN THE MIDST OF SEEKING TO DEVELOP THE TYPE OF EASY WORKING RELATIONSHIP WHICH WILL KEEP THE CANAL OPERATING EFFICIENTLY; BUT WE WILL ALSO BE PRESSING

OUR HUMAN RIGHTS POLICY.

III. STIMULATION OF PANAMA'S ECONOMIC DEVELOPMENT.
THE NEW CANAL TREATIES WILL HAVE CONSIDERABLE ECONOMIC
SIGNIFICANCE FOR PANAMA. FOR OPTIMUM
UTILIZATION OF RESOURCES WHICH WILL BE AVAILABLE UNDER
SECRET

SECRET

PAGE 02 PANAMA 01273 02 OF 02 252107Z

THE TREATIES, CAREFUL PLANNING WILL BE NECESSARY.
TO DATE, THE EMBASSY HAS BEEN COORDINATING PRELIMINARY
PLANNING FOR THE IMPLEMENTATION PERIOD WITH APPROPRIATE
OFFICIALS OF THE DEPARTMENT, THE PANAMA CANAL COMPANY,
THE U.S. SOUTHERN COMMAND, AND THE GOVERNMENT OF PANAMA.
THE ECONOMIC ANALYSES INTENDED TO PRODUCE ESSENTIAL
DATE FOR PLANNING PURPOSES FOR THE ECONOMIC SITUATION
THAT WILL PERTAIN UNDER THE NEW TREATY IS ALSO WELL
UNDERWAY. THE RESULTS OF THESE ANALYSES WILL
BE SUBMITTED AS INDIVIDUAL REPORTS OR REFLECTED
IN THE MISSION'S RECOMMENDATIONS ON OUR BILATERAL
DEVELOPMENT ASSISTANCE PROGRAM.

IV. ACTIVE COOPERATION BY PANAMA IN NARCOTICS
INTERDICTION.

THE MISSION HAS BEEN SUCCESSFUL IN ENCOURAGING EFFECTIVE
(AND MUCH IMPROVED) PANAMANIAN COOPERATION IN THE
NARCOTICS CONTROL EFFORT, AN WILL CONTINUE TO WORK
CLOSELY WITH THE GOVERNMENT OF PANAMA IN THIS AREA.

V. ENCOURAGEMENT OF PANAMANIAN COOPERATION ON
INTERNATIONAL ISSUES.

THE CANAL ISSUE HAS IN THE PAST LARGELY DETERMINED
PANAMA'S POSITION ON OTHER INTERNATIONAL QUESTIONS.
THAT THIS, PANAMA HAS BEEN SINGLE-MINDED IN ITS GOAL
OF GETTING A NEW TREATY AND HAS USED INTERNATIONAL
FORUMS AND ISSUES TO ADVANCE THAT END. IF THE TREATY
IS APPROVED AND WE DEVELOP A CLOSE AND AMICABLE
WORKING RELATIONSHIP WITH PANAMA, WE MAY BE IN A
BETTER POSITION TO INFLUENCE PANAMA ON ISSUES ON THEIR
MERITS. EVEN SO, PANAMA WILL PERCEIVE AREAS IN WHICH
SECRET

SECRET

PAGE 03 PANAMA 01273 02 OF 02 252107Z

ITS INTEREST IS NOT PARALLEL TO THAT OF THE U.S. WE
WILL BE FACED WITH THE CHALLENGE OF TURNING OUR
NEW RELATIONSHIP TO ADVANTAGE IN THE INTERNATIONAL ARENA.

VI. IMPROVE CONSULAR RELATIONS.

THE EMBASSY IS HAVING SOME SUCCESS THROUGH WORKING-LEVEL CONTACTS IN OBTAINING FORMAL NOTIFICATION OF ARRESTS OF U.S. CITIZENS AND GAINING QUICKER CONSULAR ACCESS. A CLARIFICATION OF OUR CONSULAR RIGHTS AND PANAMA'S RESPONSIBILITIES IN THIS REGARD CAN BEST BE OBTAINED BY NEGOTIATING A BILATERAL CONSULAR CONVENTION IN WHICH THE ISSUES ARE ADDRESSED FORMALLY. THE CONSULAR CONVENTION SHOULD ALSO COVER THE MATTER OF EXCHANGE OF PRISONERS WHICH WAS RAISED IN THE PANAMA CANAL TREATY AND DEFERRED FOR FUTURE NEGOTIATIONS. THE STATUS OF DUAL NATIONALS IN PANAMA SHOULD ALSO BE ADDRESSED IN SUCH NEGOTIATIONS. THIS MATTER IS OF GREAT CONCERN TO AMERICANS BORN IN THE CANAL ZONE WHO ACQUIRED PANAMANIAN CITIZENSHIP AT BIRTH AND WHO CANNOT NOW RENOUNCE SUCH OBLIGATIONS.

VII. ENHANCE BILATERAL COMMUNICATION AND LINKAGES.

THE MISSION CONDUCTS AN EFFECTIVE BILATERAL COMMUNICATIONS PROGRAM. IN THE EVENT OF TREATY RATIFICATION, HOWEVER, WE ARE PLANNING FOR A NEW FOCUS IN THOSE PROGRAMS, THAT OF FOSTERING COOPERATION AND UNDERSTANDING BETWEEN PANAMANIAN AND THOSE PEOPLE LIVING IN WHAT IS NOW THE CANAL ZONE.
JORDEN

SECRET

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 jan 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: POLICIES, DIPLOMATIC MISSION ADMINISTRATION
Control Number: n/a
Copy: SINGLE
Draft Date: 25 feb 1978
Decaption Date: 01 jan 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 20 Mar 2014
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1978PANAMA01273
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D780088-0510
Format: TEL
From: PANAMA
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1978/newtext/t19780212/aaaaakff.tel
Line Count: 252
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: bc98b5cf-c288-dd11-92da-001cc4696bcc
Office: ACTION ARA
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 5
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: 78 STATE 41050, 78 STATE 34007
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 20 jul 2005
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 3474333
Secure: OPEN
Status: NATIVE
Subject: GOALS AND OBJECTIVES: SUMMARY OF IMPLEMENTATION PLAN
TAGS: AMGT, PEPR, US, PN
To: STATE
Type: TE
vdkgvwkey: odbs://SAS/SAS.dbo.SAS_Docs/bc98b5cf-c288-dd11-92da-001cc4696bcc
Review Markings:
Sheryl P. Walter
Declassified/Released
US Department of State
EO Systematic Review
20 Mar 2014
Markings: Sheryl P. Walter Declassified/Released US Department of State EO Systematic Review 20 Mar 2014